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News Summary

Articles on inside pages

The 20th Jefferson Lecturer, Gertrude Himmelfarb, is a historian who attacks what she views as failings of the "new history": Page A4.

Long "stodgy and conservative," the official journal of the Modern Language Association is getting a face-lift: Page A4.

The push for diversity in traditional academic departments is raising questions about the future of ethnic studies: Page A11.

The major accrediting group for business schools has revised its standards in an effort to improve teaching and foster innovation: Page A11.

Community colleges are vying for scarce funds as state budgets tighten and enrollments increase: Page A17.

The Pell Grant program is the focus of lawmakers and college officials eager to restructure federal student-aid programs: Page A17.

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The American Indian College Fund has started a drive to raise $10-million for tribal institutions: Page A25.

Former student activists in China say they are reeling from government repression but clinging to a spirit of hopeful defiance: Story and text of their statement on Page A35.

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Special Admissions Treatment for Athletes Widespread at Big-Time-Sports Colleges

By DOUGLAS LEDERMAN

Football and men's basketball players in the nation's big-time sports programs are more than six times as likely as other students to have received special treatment in the admissions process, a survey by *The Chronicle* shows.

About 27 per cent of the football and basketball players admitted in fall 1989 to universities in the National Collegiate Athletic Association's Division I-A were characterized by their institutions as "special-authority admissions." In comparison, only 4 per cent of all the 1989 freshmen at those colleges were so characterized. The N.C.A.A. defines special-authority admissions as students who are accepted even though they failed to meet the college's regular standards.

The special treatment was not limited to football and basketball players. Nearly 18 per cent of all athletes admitted in 1989 were characterized as "special admits." Hence, athletes were about four times as likely as other students to have been given special consideration in admissions, the survey found.

Altogether, 98 of the 106 members of Division I-A, the N.C.A.A.'s highest-cost, highest-visibility competitive level for football, answered *The Chronicle*'s request for copies of the 1990-91 academic-reporting form that contains this information, or at least sent the data. A Fact File showing the special admits at Division I-A institutions begins on Page A32.

Wide Disagreement About Policies

There is wide disagreement among colleges about the policies and standards that they should use to admit athletes.

Some critics of the special-admissions process complain that colleges seem to be much more willing to admit underprepared athletes than underprepared students who are not athletes. A few critics have suggested that admissions exceptions for athletes be eliminated altogether.

Many people in higher education disagree, noting that colleges make exceptions for all sorts of students, including musicians and artists, members of minority groups, and the children of alumni.

Other administrators and sports officials argue that the past academic performance of a college's entering students matters less than how well they are educated once they enroll. If athletes graduate and earn

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White House Shelving Controversial Plan for Black Colleges

By SCOTT JASCHIK

WASHINGTON

The Bush Administration is backing away from a controversial plan that would have changed the way federal agencies support historically black colleges.

The plan, developed last year by the office of the White House Initiative on Historically Black Colleges and Universities, would have divided the colleges into several categories, based on their missions and programs. Federal agencies planning to work with black colleges would then have selected the appropriate group to work with, rather than working with all the institutions.

Many black-college presidents opposed the plan. They said it would have allowed the federal government to shift money to a small subset of black colleges—those that are already among the most wealthy—while abandoning other institutions.

Now some of the black-college presidents who have been negotiating with the

Continued on Page A24

Budget Office Seeks New Restrictions on Research Costs

Would bar overhead payments linked to housing and clubs

By COLLEEN CORDES

WASHINGTON

The White House Office of Management and Budget proposed new restrictions last week on the kinds of overhead costs for which universities can charge the government when conducting federally sponsored research.

The proposed changes would prohibit reimbursements to universities for any costs associated with such items as:

- Housing for university officials.
- Club memberships.
- Social activities and other entertainment, including tickets to athletic events.
- Lobbying.
- Goods or services intended for the personal use of university officers or employees.
- Defense of fraud charges or similar actions brought by the government, if the institution is found liable or does not contest the charges.
- Fines or penalties for violating laws or regulations.

In addition, the proposed new rules would allow universities to collect overhead payments on only the first $120,000 of the salary of any officer or employee.

Overhead charges of about $731,000 are being withdrawn by the Massachusetts Institute of Technology: Page A20.

The budget office said its proposal was "the initial step in a broader Administration effort to develop more comprehensive reforms." The Administration may also change federal policies on reimbursing uni-

Continued on Page A20

Threatened With Loss of U.S. Funds, Stanford Suspends Instructor in Drug Case

By CHRISTOPHER MYERS

Threatened with the loss of all federal funds, Stanford University has placed an instructor, Stuart T. Reges, on leave while the university investigates his claims that he openly violated the institution's federally mandated policy on alcohol and drug use.

Faculty members and students reacted angrily to the government's threat and the university's reaction. Many said that while they did not agree with Mr. Reges's ideas about drug use, they believed his civil liberties had been violated by the university.

Independence a Concern

In Washington, college lobbyists disagreed about the significance of the incident. Some said that the actions by the government and the university did not constitute a threat to academic freedom and that the university was bound to comply with federal drug regulations. Others said the government's action raised concerns about universities' independence in handling potential faculty misconduct.

Mr. Reges, a lecturer in computer science, was placed on paid administrative leave by the university's School of Engineering for the duration of the investigation. The action came after Bob Martinez, director of the Office of National Drug Control Policy, wrote a letter to Stanford's president, Donald Kennedy, threatening to cut off all federal money to the universi-

Millions for Merit Aid; Cuts for Needy Students

Some colleges are spending millions of dollars on merit scholarships, while many consider cutting aid for needy students: Page A27.

ty if it did not enforce federal anti-drug laws on its campus.

Under the terms of the 1988 Drug-Free Work Place Act and the 1989 Drug-Free Schools and Communities Act, universities that receive federal funds must have in place, and enforce, anti-drug policies.

Drugs in His Backpack

In a letter to Mr. Martinez last month, Mr. Reges scoffed at the government's policies. "I disagree with the government's anti-drug campaign and I am doing everything I can to make fools of you," he wrote, adding that he regularly used the drug M.D.A. and that he carried the drug on the campus in his backpack. M.D.A. is a hallucinogenic drug derived from amphetamines.

Mr. Reges also said that he had encouraged an undergraduate to use the drug and

Continued on Page A24

MARGINALIA

Asleep at the keyboard (in our "Name Dropping" column):

"For her part, Mr. Goldsmith told . . ."

■

Notice in the Western Michigan University *Westerner:*

"*The Westerner* (ISSN 0279-3628) is . . . published monthly in September, December, March, and June . . ."

■

Open letter from the department of athletics, in the University of Michigan alumni magazine:

"Inasmuch as the University of Michigan's responsibility for the conduct of its athletics program includes the regulations for the actions of all individuals and organizations engaged in activities promoting the athletics interest of the institution, we write you today seeking your assistance. As an institution committed to a competitive athletics program designed to be a vital part of the educational system, we recognize the perils that may be brought about by overzealous, misguided or uniformed boosters."

You mean the marching band?

■

Notice at the Ohio State University:

"Are you involved in designing a literacy program for your department? Do you have an interest in addressing literacy as a relevant issue for the 90's? If so, plan to attend this informal brown bag lunch sponsored by the OSU Trainers' Coalition.

" 'Literacy Alternatives in a University Setting' will consist of a short presentation by Dr. Kevin Freer on alternative methods to combat literacy in a university setting. . . ."

We'd like some *basic* training first.

■

Memo from the Faculty Steering Committee at Lynchburg College:

"FSC recommends the following new appointments to committees for 91-92 and beyond. In most instances we are recommending persons who have indicated a preference or unwillingness to serve on the committee named."

Sound approach!

■

Memorandum circulated by the printing office at Colgate University:

"Several persons have recently complained about the difficulty of sealing the Colgate University bond envelopes. A technical representative from the supplier will visit Colgate on Wednesday, April 10, 1991 to investigate this problem. All persons who have experienced difficulty with the sealing of these envelopes are cordially invited to meet with the representative at 1:30 p.m. . . ."

Next week, a seminar in changing light bulbs.

—C.G.

In Brief

State Employees' Strike Affects Montana Colleges

HELENA, MONT.—Secretaries, custodial workers, and physical-plant employees of four Montana colleges went on strike last week after the State House of Representatives failed to override Gov. Stan Stephens's veto of a pay raise for most state employees.

The campus strikes were part of a statewide walkout by members of the Montana Public Employees Association. Faculty members do not belong to the union.

At the University of Montana, many faculty members honored the strike and did not hold classes. At Montana State University and the Montana College of Mineral Science and Technology, most faculty members did teach. It was unclear whether faculty members at Eastern Montana College would honor the strike.

Ex-President of University Wins Suit Over Firing

AUSTIN, TEX.—Former Southwest Texas State University President Robert L. Hardesty last week won a three-year battle to clear his name when a state district-court jury ruled that his firing had been politically motivated.

The jury decided that each of the five members of the Texas State University System Board of Regents who voted to dismiss Mr. Hardesty in 1988 had been motivated by politics. They also ruled that the president would not have been fired otherwise.

The judge who presided over the case will determine what damages to award to Mr. Hardesty, who is seeking $1.5-million in actual damages.

"I wanted my name vindicated," said Mr. Hardesty in an interview. "I wanted to try to get a jury to send a signal to boards of regents all around Texas that they can't play fast-and-loose partisan politics."

Mr. Hardesty and many of his supporters contend that he was fired because of his association with prominent Texas Democrats, including former Gov. Mark White. Three of the board members who voted to fire Mr. Hardesty in a 5-to-4 decision were appointed by Mr. White's Republican successor and long-time rival, former Gov. William P. Clements, Jr. Defense lawyers argued that Mr. Hardesty had been fired because he spent money lavishly and traveled too much.

What They're Reading on College Campuses

		Previous Survey
1.	**The Silence of the Lambs,** by Thomas Harris	1
2.	**The Revenge of the Baby-Sat,** by Bill Watterson	—
3.	**Dances With Wolves,** by Michael Blake	3
4.	**The Bourne Ultimatum,** by Robert Ludlum	—
5.	**Iron John,** by Robert Bly	10
6.	**The Scions of Shannara** by Terry Brooks	—
7.	**From Beirut to Jerusalem,** by Thomas L. Friedman	2
8.	**The Druid of Shannara,** by Terry Brooks	—
9.	**It Was on Fire When I Lay Down on It,** by Robert Fulghum	—
10.	**The Seven Habits of Highly Effective People,** by Stephen R. Covey	—

The Chronicle's list of best-selling books was compiled from information supplied by stores serving the following campuses: American U., Baylor U., Bucknell U., Carleton College, Carnegie Mellon U., Case Western Reserve U., Central Michigan U., Dartmouth College, Denison U., Idaho State U., Iowa State U., Kent State U., Lawrence U., Lehigh U., Mankato State U., Montana State U., New York U., North Dakota State U., Pennsylvania State U., Portland State U., San Francisco State U., Southern Methodist U., Stanford U., Tulane U., U. of California at San Diego, U. of Hawaii, U. of Illinois at Urbana-Champaign, U. of Iowa, U. of Maryland–Baltimore County, U. of Missouri at Columbia, U. of Nebraska at Lincoln, U. of New Orleans, U. of Notre Dame, U. of Pittsburgh, U. of Puget Sound, U. of Southern California, U. of Wisconsin at Madison, U. of Wisconsin at Milwaukee, Washington U. (Mo.), and Wichita State U.

Reports covered sales of hardcover and paperback trade books in March.

$150,000 Prizes for Ideas Given to 3 in Academe

LOUISVILLE, KY.—Three academics were among the winners of the annual Grawemeyer Awards, presented by the University of Louisville last week. The $150,000 awards recognize outstanding ideas in music, education, religion, and politics.

Composer John Corigliano, a professor of music at Lehman College of the City University of New York, won the music award for "Symphony No. 1," a tribute to people with AIDS.

Kieran Egan, a professor of education at Simon Fraser University in British Columbia, won the education award for *Primary Understanding: Education in Early Childhood,* a book stressing the importance of storytelling in the education of children.

John Harwood Hick, chairman of the religion department at the Claremont Graduate School, won the religion prize for the book *An Interpretation of Religion: Human Responses to the Transcendent.* The award was presented jointly by the university and the Louisville Presbyterian Theological Seminary.

The United Nations Commission on Environment and Development won for ideas to improve world order for its 1987 report, "Our Common Future." The study urged nations to meet the challenges of overpopulation and energy waste.

The awards were established by Charles Grawemeyer, a retired Louisville industrialist.

Angry Vermont Students Seize President's Office

BURLINGTON, VT.—About 24 minority students at the University of Vermont took over the president's office last week, protesting what they called slow progress toward increasing ethnic diversity on the campus.

After four days, about 16 minority students continued to barricade themselves in the offices of George H. Davis, the university's president, and other officials.

In a statement, Mr. Davis said he would not have the students forcibly removed. But he added: "As long as the students remain in the offices, I will not engage in any discussion or communication with them."

The students began the sit-in after Mr. Davis declined to sign a 1988 agreement outlining minority hiring and recruitment goals for the university. The agreement was negotiated by Mr. Davis's predecessor after a similar action. Nick Marro, a spokesman for the university, said Mr. Davis thought the goals were unrealistic and "didn't want to promise something he couldn't deliver."

Foundation Head Resigns at U. of South Carolina

COLUMBIA, S.C.—Amid state investigations into the operations of the University of South Carolina's research foundation, its executive director has announced his resignation.

Chris Vlahoplus, executive di-

5 Universities Cited for Continuing-Education Programs

MIAMI

Five universities have been cited for their innovative continuing-education programs by the National University Continuing Education Association and the American College Testing Program. The winning programs were selected for their quality, transferability to other institutions, and potential impact on society. Awards were presented at the association's annual meeting here.

The winners:

■ The University of North Florida, for the "Florida First Coast Drug Symposium." The symposium brought together educators, government and law-enforcement officials, and community leaders to discuss ways to solve the state's drug problems. One proposal led to the Tuition Incentive Program, a state-financed plan that now provides free college tuition to academically qualified Florida high-school students who stay free of drugs.

■ The Stevens Point campus of the University of Wisconsin, for its Communication Development Institute. The week-long residential program showed high-school students how to organize campaigns to prevent alcohol and drug abuse in their schools and communities.

■ The Green Bay and Oshkosh campuses of the University of Wisconsin, for a "social-action" theater program. Through performances in the community and at the university, the theater group dealt with local racial and ethnic issues and attitudes.

■ Western Michigan University, for its "Natural Resources and Environmental Leadership Institute." The institute gave officials of the Michigan Department of Natural Resources and environmental specialists and advocates a forum to discuss their concerns about the state's land, water, and wildlife. The institute was structured as five week-long seminars held over the course of a year.

■ The University of California at Berkeley, for "The Many Faces of *Hamlet*." The conference brought together scholars, critics, directors, and actors from several countries to discuss Shakespeare's play. It offered academic experts the chance to test their interpretations against those of performers and directors.

—JULIE L. NICKLIN

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Government & Politics

Ways & Means

Lawmakers continue to pepper the National Institutes of Health with demands for more research on specific health problems.

Two days after the agency announced a massive response to calls for more research on women's health, an influential Senator called for a 93-per-cent increase in federal spending for research on Alzheimer's disease.

Sen. Mark Hatfield of Oregon, the ranking Republican on the Senate Appropriations Committee, said he would push to increase annual spending on Alzheimer's research from the current $300-million to $580-million next year and to over $1-billion in the next few years.

Senator Hatfield, whose father suffered from Alzheimer's, said in a speech that the disease should get the same kind of priority attention as "the so-called 'big three' of medical research—AIDS, cancer, and heart disease."

Meanwhile, responding to Congressional criticism of the way the N.I.H. had handled women's health, the agency outlined a huge research program that could last up to 10 years and cost as much as $500-million. The program, announced by the N.I.H. director, Bernadine P. Healy, would track the health of thousands of women, focusing on such diseases as breast cancer and osteoporosis, which affect primarily or only women.

College lobbyists praised the agency's efforts to take a serious look at women's health.

But they also expressed concerns that scientists and interest groups were scuffling for a bigger share of federal research money instead of cooperating to insure that funds were spent on the most scientifically pressing and valuable research.

Said David B. Moore, assistant director of governmental relations for the Association of American Medical Colleges: "You end up simply funding the fad of the month or the fad of the year, possibly at the expense of other programs."

■

Just how many Ohio legislators have received illegal campaign contributions from the Ohio Technical and Community College Association?

Dennis Gilbert, a spokesman for State Auditor Thomas E. Ferguson, told the *Cincinnati Enquirer* that at least 112 past and present state legislators had received illegal contributions from the association. Mr. Ferguson later told the Cincinnati *Post* that the number was actually about 60.

Mr. Ferguson declined to name any of them, and his spokesman would not comment last week.

The association is under investigation by various state agencies and the Federal Bureau of Investigation over allegations that community colleges placed public money in a "special-activity fund," to be used for lobbying (*The Chronicle*, April 10).

Community Colleges Vie for Scarce State Funds as Budgets Tighten and Enrollments Increase

Two-year institutions even more vulnerable to lawmakers' penchant for financing universities first

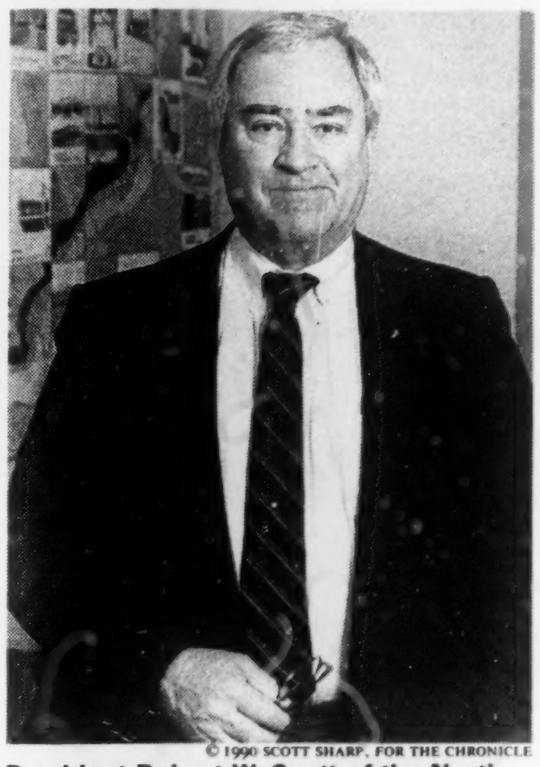
By MARY CRYSTAL CAGE

Colorado's community colleges wanted only $4-million of the $15-million in new money that had been appropriated for the state's higher-education institutions in 1991-92.

The $15-million wasn't enough to cover the costs of inflation for all of Colorado's colleges and universities, so the two-year institutions were anxious to get their share of whatever was available. Adding to the anxiety of the 11 state-supported community colleges was the fact that their enrollment had soared 67 per cent in the last five years, two to three times the average for all of Colorado's public higher-education systems. In the same five years, financing for community colleges had increased by only 44 per cent.

But rather than risk eroding the academic programs at four-year institutions, the Colorado Commission on Higher Education decided to change the financing formula and cut the community-college share of the new money to $2.7-million.

Says David A. Longanecker, the commission's executive director: "What we were trying to do was to come up with a balanced approach. But frankly, part of our dilemma is that there isn't a great way to allocate funding in the current environment."



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President Robert W. Scott of the North Carolina Community College System: "Last year, when the budget went out of line, we pitched in to do our part."

© RON DIRITO, FOR THE CHRONICLE

David A. Longanecker, executive director of the Colorado Commission on Higher Education: "What we were trying to do was to come up with a balanced approach."

A History of Losing Battles

Colorado's situation is not unique. Across the country, higher-education officials and state lawmakers are trying in a very tight budget year to respond to rapid enrollment growth at community colleges without hurting research universities.

Community colleges in many states have a history of losing budget battles to flagship universities. But in this year's politically volatile environment, officials say they are especially vulnerable. In re-

Continued on Following Page

Lawmakers, College Officials Focus on Pell Grants in Effort to Revise Nation's Student-Aid Programs

By THOMAS J. DeLOUGHRY

WASHINGTON

The Pell Grant program is in line for a face-lift.

The Higher Education Act

As the largest federal grant program for students, it has the attention of college administrators, lawmakers, and Administration officials, who are calling for bold changes in federal student-aid programs.

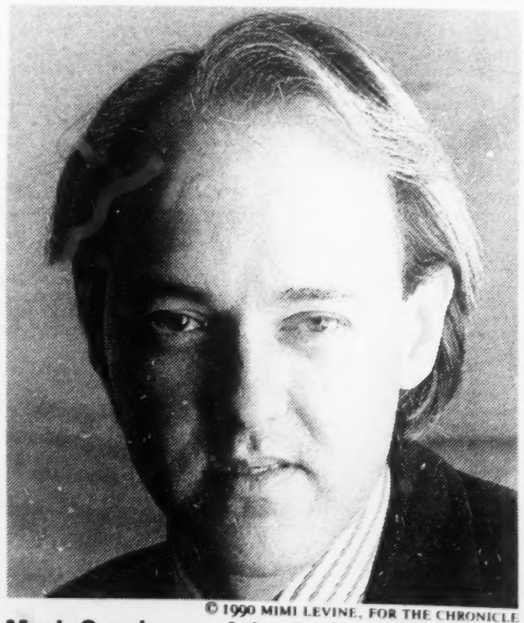
But just what the 19-year-old program will look like when Congress completes its reauthorization of the Higher Education Act next year is far from clear.

Members of Congress plan to revise the complicated formulas that govern a student's eligibility for aid and the size of each Pell Grant. In doing so, lawmakers will confront fundamental questions:

- Should middle-income students receive grants when federal resources are scarce?
- Does the continued exclusion of most middle-income students from the Pell program threaten to undermine Congress's financial support for the program?
- Should freshmen and sophomores get larger Pell Grants than juniors and seniors so that students are closer to graduation before they are hit with big loans?
- How do policy makers balance the demand for more money for students at high-

Continued on Page A22

Education Department Effort to Prevent Colleges From Releasing Crime Records Suffers Setback



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Mark Goodman of the Student Press Law Center: The decisions, taken together, "show that this information is going to come out one way or another."

By SCOTT JASCHIK

The Education Department has suffered two more legal defeats in its campaign to prevent colleges from releasing to the public the names of students who are arrested by campus security officers.

A federal judge in Missouri has ruled that the department may not intervene in a case in which the judge ordered Southwest Missouri State University to release such records. A state judge in Arkansas has ordered Southern Arkansas University to release similar information.

The decisions have prompted new demands that the Education Department change its policy on the records. A department spokesman said last week that no changes were planned and that officials were studying the new court rulings and would not comment further. College officials said they remained confused about

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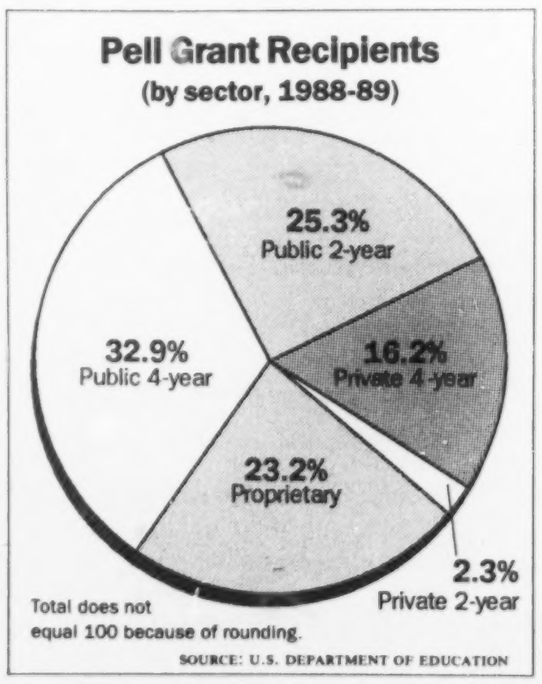


Efforts to Revise Federal Student-Aid Programs Focus on Pell Grants

Continued From Page A17

er-priced, private colleges with the demand to provide enough money to enable poor students to attend *some* institution?

The Bush Administration, college administrators, trade-school officials, and lawmakers of both parties have already weighed in with their views on some of the questions—making it clear that consensus will not come easy.

Rep. William D. Ford, the Michigan Democrat who heads the House Subcommittee on Postsecondary Education and the Education and Labor Committee, has suggested that the maximum Pell Grant be increased to $5,000 a year from the $2,400 limit set for the 1991-92 academic year. He proposes that the government consider for the first time a student's year in college, awarding larger grants to freshmen and sophomores.

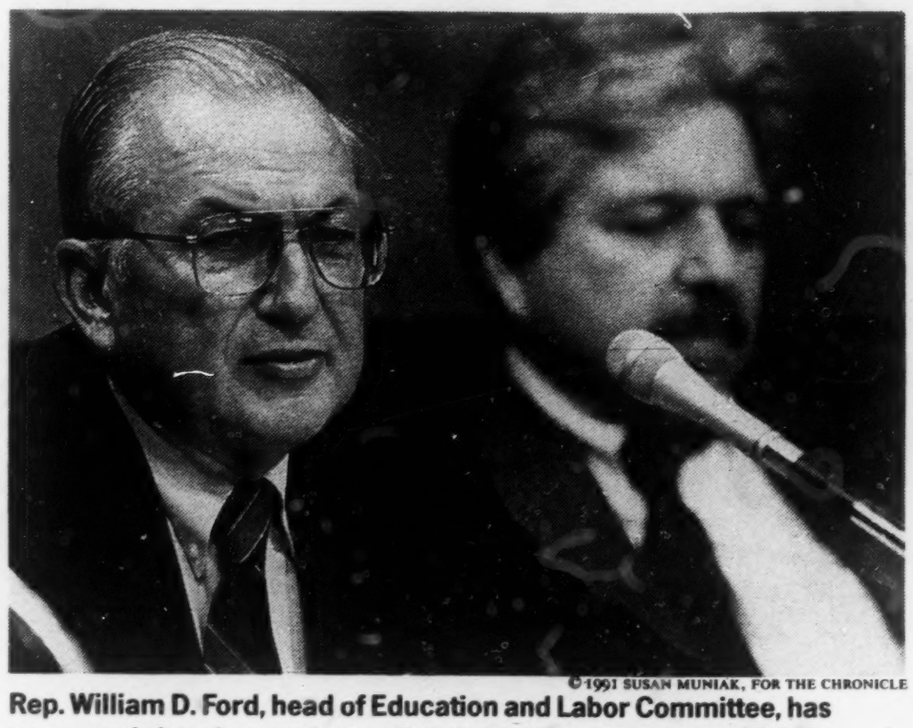
Representative Ford has argued that his plan would decrease defaults on student loans because students in the first two years are at the greatest risk of dropping out and going into default. The Ford proposal would include small grants for juniors and seniors who would rely primarily on student loans to pay their bills.

The United Negro College Fund has endorsed Mr. Ford's idea. John L. Henderson, president of Wilberforce University, told the Senate education subcommittee in March that the approach "reduces or eliminates the need for academically 'at-risk' students to borrow until they have demonstrated their academic potential."

Increases for the Neediest

But others, such as Sen. Edward M. Kennedy, argue that cutting Pell Grants for juniors and seniors would cause more needy students to attend community colleges or to leave four-year colleges as sophomores.

Mr. Kennedy, the Massachusetts Democrat who heads the Senate committee responsible for reauthorization, has proposed increasing the maximum Pell Grant to $3,000 or more for the neediest students—regardless of whether they are freshmen or seniors.



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Rep. William D. Ford, head of Education and Labor Committee, has suggested that the maximum Pell Grant be increased to $5,000.

Lawmakers in both parties appear to be in closer agreement over the need to include more middle-income students in the Pell program, both to help those families pay for college and to expand the program's political support. Increased political support would mean more money for all Pell recipients, the argument holds.

Eliminating Equity in a Home

Several lawmakers have proposed that the government allow more middle-income students to qualify for aid by eliminating from eligibility formulas the equity that a family owns in a home or farm.

Their efforts, however, run counter to the Administration proposal to concentrate more Pell dollars on the neediest students. The President's plan, as outlined in his budget requests for fiscal 1992, would increase the maximum grant from $2,400 to $3,700. The plan would add 200,000 low-income students to the program, but eliminate 600,000 students from poor and middle-income families.

The Administration plan is incomplete, however, since Education Secretary Lamar Alexander decided to withdraw a controversial proposal to eliminate all aid for students in the bottom tenth of their college classes. Administration officials were counting on that proposal to eliminate a substantial number of students from the Pell Grant program to help pay for the increase in the maximum grant. But students and college officials argued that the proposal would eliminate many low-income students who have the potential to succeed, but have not been adequately prepared for college.

DOUGLAS GORALSKI, FOR THE CHRONICLE

Sen. Paul Simon has suggested that Pell Grants pay needy students $2,800 or half of their tuition—whichever is greater.

Department officials have promised to develop a plan that would enable them to pay for the increase in the maximum grant without pushing the cost above the $6.7-billion the Administration intends to spend on student aid in 1992.

The Administration has also proposed an extra $500 for Pell Grant recipients who are in the top tenth of their high-school classes or the top fifth of their college classes. The Education Department says the awards would provide "additional tangible support for low-income students who perform well."

Meanwhile, 11 higher-education associations say they have agreed on a plan that would increase aid for the neediest students while providing Pell Grants to families earning as much as $43,300 a year.

The associations' plan is based on a formula that calls for a basic grant of $2,500 for the neediest students plus one-quarter of their tuition. No grant could exceed $4,000 in the 1994-95 academic year. The plan would guarantee a grant of $2,500 to the neediest student attending the least expensive college and provide $4,000 to the neediest student at a college costing $6,000 or more.

"The proposed formula would significantly increase awards for all low-income Pell recipients, including a more realistic living allowance, while at the same time increasing the tuition sensitivity of the award in recognition of the needs of students who pay higher direct educational expenses," Hoke L. Smith, president of Towson State University, told a hearing of the Senate education subcommittee in March.

Association officials say their plan would add almost 300,000 recipients to the program and cost $8.5-billion a year—about $3-billion more than the government is spending in 1991.

Edward M. Elmendorf, vice-president for governmental relations at the American Association of State Colleges and Universities, concedes that the price tag could cause problems in Congress. But he says that it isn't astronomical, considering that the reauthorized law will not take effect until fiscal 1994. With current spending for Pell Grants at $5.3-billion and increases expected in 1992 and 1993, $8.5-billion should not be an unimaginable figure for 1994, he says.

A Hard-Won Consensus

Mr. Elmendorf says the proposal represents a hard-won consensus between public-college officials and those from private institutions. In the classic "access *vs.* choice" debate, the public officials sought to increase grants so that the neediest students would have enough money for living expenses at low-cost colleges. The private-college officials wanted a proposal that would be sensitive to tuition levels by providing the neediest students with more money to attend higher-priced colleges.

"What happens to us if we don't make this an entitlement in the future? What happens to us then?"

The proposal would also benefit many non-traditional students by providing Pell Grants to those who attend college less than half time. Tight budgets have led Congress to deny grants to such students for the past two years.

D. Bruce Johnstone, chancellor of the State University of New York and a student-aid expert, commends the association officials who devised the Pell Grant proposal. "It's a very good compromise," he says. "It's terribly important to keep the public and private sectors together."

Some students at public colleges suggest that the proposal is too generous to private-college students. Brenda J. Leahy, president of the United Council of the University of Wisconsin Student Governments, says the government should concentrate its scarce funds on promoting access to college rather than on choice of institutions. Providing students with more than $2,500 for living expenses is more important, she says, than helping students attend expensive colleges, many of which offer private scholarships.

'Concerned With Tuition'

Other groups in Washington, such as the National Education Association and the United States Student Association, have called for a maximum grant of $4,300 in fiscal 1992. Their plan recommends that the maximum grant increase by $200 each year after that.

Congressional aides say they have not studied the proposals put forth by any of the groups, but are eager to review them. Richard T. Jerue, an aide to Montana's Rep. Pat Williams, a Democrat, says that the plan favored by the 11 groups will not enjoy smooth sailing because it promises larger grants when tuition rises. "Members of Congress are concerned with rising tuition," he says.

On the Senate side of Capitol Hill, however, Sen. Paul Simon has offered a proposal that would be even more generous to colleges that charge higher tuition. Mr. Simon, an Illinois Democrat, has suggested that Pell Grants pay needy students $2,800 or half of their tuition—whichever is greater. He estimates his plan would cost $9.5-billion, though some higher-education officials say it would cost billions more than that.

'Entitlement' Classification

Senator Simon's plan would also classify the Pell Grant program as an "entitlement," which would require Congress to appropriate enough money for all students who qualify. The concept has widespread support among college officials, who complain that the current practice of cutting the number of awards or the size of grants each year to fit Congressional appropriations is unfair to students.

That switch will be difficult under the five-year budget plan that Congress and President Bush agreed to last year. Senator Simon has proposed a tax on foreign oil to comply with the requirement that increased spending on entitlements be paid for with increased revenues. College officials have suggested that Congress could circumvent the budget agreement by leaving Pell Grants as an appropriated program and requiring the Education Department to borrow against future appropriations when funds are insufficient for full grants.

Students and college officials argue that uncertainty about Pell Grants discourages some students from attending college and makes it difficult for others to plan ahead.

M. W. Wyckoff, a trustee of Labette Community College, told the Senate education subcommittee in March that making the Pell Grant an entitlement was essential if prospective students were to be persuaded that a reliable source of funds was available. "What happens to us if we don't make this an entitlement in the future?" he asked. "What happens to us then?" ■

Pell Grants at a Glance

- **What they are:** The grants are provided to undergraduates on the basis of financial need. Students apply directly to the Education Department, which determines the size of Pell Grant for which they are eligible, based on their families' financial situation and the cost of their education.
- **Who receives them:** In 1991-92, more than 3.4 million students, generally from families earning less than $35,000 a year.
- **History:** Established in 1972 as the Basic Educational Opportunity Grant program, they were renamed after Sen. Claiborne Pell, Democrat of Rhode Island, as part of the 1980 amendments to the Higher Education Act.
- **Current spending level:** More than $5.3-billion in fiscal 1991.
- **Maximum grant, based on appropriated funds:** For 1991-92, $2,400 or 60 per cent of a student's educational costs, whichever amount is less.
- **Maximum grant, based on authorization:** $3,100 a year, but Congress has never appropriated enough money to award grants that large.
- **Coming Congressional action:** The Senate Subcommittee on Education, Arts, and the Humanities has scheduled a hearing on the program for May 9. The House Subcommittee on Postsecondary Education will hold hearings on the program May 30 and June 4.